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Estimates in respect of special political missions, good offices and other political initiatives authorized by the General Assembly and/or the Security Council

Thematic cluster III: United Nations Assistance Mission in Somalia

Report of the Secretary-General

Summary

The present report contains the proposed additional resource requirements for 2014 for the United Nations Assistance Mission in Somalia in an amount of $22,156,200 net ($22,205,100 gross).

The General Assembly is requested to approve a total amount of $22,156,200 net ($22,205,100 gross) proposed for the Mission and to approve charging the same amount against the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2014-2015.

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I. United Nations Assistance Mission in Somalia

($22,156,200)

Background, mandate and objective

1. The United Nations Assistance Mission in Somalia (UNSOM) was launched on 3 June 2013 under Security Council resolution 2102 (2013), following a comprehensive assessment of the United Nations activities in Somalia in support of the establishment of the Federal Government of Somalia. The formation of the Federal Government of Somalia in September 2012 marked the end of eight years of political transition and the beginning of a period (2012-2016) of major political transformation. By 2016, a federal system of government must be negotiated between the Federal Government of Somalia and existing and emerging federal entities; federal institutions must be formed; a referendum on the constitution must be held; and an electoral process must be concluded with free and fair national elections. At the same time, the Federal Government of Somalia must stabilize newly recovered areas and extend its authority into the regions, including quickly delivering such tangible peace dividends as basic security and services across the country.

2. UNSOM has achieved significant milestones since its inception, including its support for the negotiations that led to the signing of the agreement in August 2013 in Addis Ababa on the formation of the Interim Juba Administration; "Puntland" elections in January 2014, with the coming into place of a new Parliament and President; the signing of the New Deal compact; peaceful change of the Federal Government and Cabinet following several months of protracted negotiations; and steady but resolute progress in the security sector reform and in the development of the judiciary and corrections institutions. The United Nations human rights due diligence policy is gaining traction among partners, including the African Union Mission in Somalia (AMISOM) and the Somali National Army, while training in this area is a longer-term proposition. In addition, the Special Representative of the Secretary-General has successfully constituted the mission senior leadership team, and UNSOM and the United Nations country team were formally integrated, with effect from 1 January 2014.

3. The overall security situation in Somalia remains difficult, characterized by the continued risk of terrorist attacks, localized inter-clan and criminal violence, weak government capacity (including in the security institutions), disputes over land, the continued influx of returnees and human rights challenges. Al-Shabaab continues to attempt to undermine the Federal Government of Somalia and pursue terrorist attacks in urban centres as the AMISOM/Somali National Army offensive advances. In the light of those challenges, UNSOM will take a measured, mitigated and flexible approach to increase and consolidate its presence and establish the necessary capacity in Mogadishu and field offices in support of the Government.

4. In its resolution 2124 (2013), the Security Council further decided to authorize the United Nations to provide non-lethal support to Somali National Army elements engaged in joint operations with AMISOM through a trust fund, underlining that the support must be in full compliance with the human rights due diligence policy. The resolution also mandated that UNSOM support the Federal Government of Somalia in mapping the structure of the Somali National Army; establish command and control systems; implement procedures, codes of conduct and training to ensure the

safe storage, registration, maintenance and distribution of military equipment; finalize and implement a national programme on the treatment and handling of disengaged combatants and promoting respect for human rights; implement action plans on children and armed conflict; and assist the Federal Government of Somalia in the development of an effective police force.

5. The Security Council, in its resolution 2124 (2013), also signalled its intention to consider the deployment of a United Nations guard unit to strengthen security at UNSOM compounds. The Secretary-General subsequently proposed the deployment of a guard unit consisting of 410 personnel, of which the Council took note through an exchange of letters (S/2013/764 and S/2013/765).

6. The aforementioned developments, including the outcome of the electoral needs assessment mission conducted in November 2013, the Security Council's decisions to predicate support to the Somali National Army on compliance with the human rights due diligence policy and to deploy a guard unit, the development of the integrated strategic framework and the adoption of the New Deal compact have necessitated a review of the resource requirements of UNSOM for 2014. Accordingly, the Mission has undertaken a comprehensive review of its requirements, taking into account the prevailing security environment, the pace of implementation of the political road map by the Federal Government of Somalia, the actual use of existing resources and the newly established mandates and activities.

Revised planning assumptions

United Nations guard unit and enhanced security of Mission personnel

7. The proposed United Nations guard unit will form part of the overall security concept of UNSOM by providing "inner ring" static protection for the compounds of UNSOM, located inside Mogadishu International Airport. More specifically, the guard unit will:

(a) Provide static security, patrols and access control for UNSOM facilities and installations in Mogadishu, including in the event that UNSOM moves outside of Mogadishu International Airport;

(b) Act as a deterrent against possible attacks by extremist elements on those facilities and installations;

(c) Provide rapid extraction capability within Mogadishu International Airport;

(d) Support AMISOM and the Somali National Security Forces in extracting and relocating United Nations personnel who are outside the airport area in the event that they are under imminent threat of physical violence.

8. The guard unit will comprise a guard battalion and an extraction and reinforcement team, supported by an adequately composed logistics company, with a total of 410 personnel. The United Nations has accepted an offer from the Government of Uganda to provide the troops, who will be deployed in two phases. The first phase, commencing on 1 April 2014, will constitute 332 personnel with the requisite self-sustainment and contingent-owned equipment; the second phase, commencing on 1 May 2014, will constitute the balance of personnel and contingent-owned equipment.

9. In the first phase, the guard unit will provide static security for key United Nations compounds within Mogadishu International Airport and be suitably composed of a guard battalion of two company-size forces and an extraction and reinforcement team supported by an adequately composed logistics company (332 troops). In the second phase, subject to conditions, an additional company (75 troops and 3 support personnel) will be deployed for the static security of the UNSOM headquarters beyond Mogadishu International Airport. The guard unit will have the flexibility to meet emerging requirements and challenges related to the protection of United Nations personnel and installations. To enhance and optimize security, the guard unit will be accommodated in the respective United Nations compounds to provide immediate response and to deter potential aggressors. Additionally, in extremis, the guard unit will maintain one platoon-size extraction and reinforcement team to provide robust capability for the extraction and evacuation of United Nations personnel.

10. The logistical requirements for the guard unit will be a combination of United Nations-owned and contingent-owned equipment.

11. UNSOM will strive to further improve the security of United Nations personnel by procuring more transport assets with the requisite protection to withstand attacks. In addition, the training budget for UNSOM close protection and other security personnel has been increased to ensure that the required skill sets are available in the area.

Rule of law and security institutions group

12. The rule of law and security institutions group will incorporate additional tasks outlined by the Security Council in its resolution 2124 (2013) into its ongoing activities under the mandate of resolution 2102 (2013), which will require immediate additional staffing requirements. Through the New Deal compact peacebuilding and State-building goals in the areas of security and justice, these additional tasks, as well as the Mission's assessment of the evolving needs on the ground, involve the provision of assistance in the national security, police, defence, disengagement and maritime domains, as outlined in paragraph 4 above. It will also include stabilization support planning and developments in the area of private security. In addition, in its resolution 2124 (2013), the Council mandates that UNSOM provide support for the storage, registration, maintenance and distribution of weapons, which is also included under arms and ammunition management in the peacebuilding and State-building goals.

13. In 2014, the military and police sections of the rule of law and security institutions group will support the Somali National Army in mapping the structures of the forces, establishing command and control systems, implementing procedures and codes of conduct and providing further options to develop an effective police force, particularly in the regions, since coordination in the regions will become increasingly important as AMISOM forces move into additional areas. Furthermore, the implementation of a national programme for disengaged combatants, as mentioned in resolution 2124 (2013), will also entail wider deployment into the regions. In 2013, the rule of law and security institutions group was able to make progress in the implementation of the demobilization, disarmament and reintegration programme at two additional sites outside of Mogadishu. Extending this further into the regions will be a priority for the rule of law and security

institutions group in 2014. In the area of police, justice and corrections, the rule of law and security institutions group and the global focal point partner, the United Nations Development Programme, will work with international donors for the implementation of a bridging and inception plan and are finalizing a multi-year rule of law plan for the three areas.

14. The Security Council, in its resolution 2124 (2013), asks for the continuation of efforts in security sector reform towards rebuilding Somali security institutions and providing strategic policy advice and assisting the Federal Government of Somalia in coordinating donor support for security sector reform and maritime security. In 2014, the rule of law and security institutions group will continue its assistance, including in such additional areas as building capacity towards the regulation and oversight of private security companies and formalizing a policy and legal framework. The group will also continue to support the Federal Government of Somalia in meeting its obligations under resolutions 2093 (2013) and 2111 (2013) in respect of the arms embargo.

15. The rule of law and security institutions group, as the key United Nations entity supporting the Federal Government of Somalia in the maritime sector, supports and facilitates a wide range of issues and development areas. It will provide secretariat support to the Federal Government of Somalia's maritime steering committee, which is expected to be established shortly, bringing together the Somali authorities and the international community. Assisting the Federal Government of Somalia in the implementation of the Somali maritime resource and security strategy will also require capacity development towards providing a better understanding of maritime issues among members of Parliament, including on the exclusive economic zone issue. The establishment of an exclusive economic zone and the passage of an anti-piracy bill, fisheries legislation and legislation for regulating the vast maritime natural resources will need to be pursued with the Federal Government of Somalia.

Human rights and protection group

16. In 2014, UNSOM will establish mechanisms to implement the human rights due diligence policy with regard to support for non-United Nations security forces through the provision of training and technical advice to AMISOM and the Federal Government of Somalia. With the adoption of Security Council resolution 2124 (2013), UNSOM has been tasked with greater accountability with respect to support for the efforts of the Federal Government of Somalia to strengthen the Somali National Army, implementing, inter alia, appropriate procedures, codes of conduct and training.

17. In that light, greater synergy and effort are required to implement the human rights due diligence policy. Currently, the Federal Government of Somalia has no expertise in responding to allegations of human rights violations. It does not have the required internal intervention policy, legislation or institutional measures to address issues that may fall into non-compliance with the policy. The Federal Government of Somalia needs technical support in that regard.

18. Pursuant to resolution 2124 (2013) and in support of the implementation by the Federal Government of Somalia of the action plan on children and armed conflict, the Child Protection Unit will increase its presence in the regions, especially in the context of the renewed offensive against Al-Shabaab, and will

continue to strengthen political advocacy, internal mainstreaming, monitoring and reporting, capacity-building and the sensitization of key actors, including the Somali National Army. It will also, in collaboration with the United Nations Children's Fund (UNICEF), advocate for specific needs of children, especially in relation to the large influx of Somali refugees expected from Kenya and potential exposure to recruitment and violence in areas of return and resettlement camps. Enhanced coordination will be achieved through, inter alia, information-sharing between UNICEF, the Federal Government of Somalia and interim regional administrations, as well as continued active participation in existing coordination mechanisms, including on disengaged combatants, in support of a protective environment for children.

Political affairs and mediation group

19. UNSOM recognizes that two road maps are the key to the political affairs and mediation group's priority for the next several years: the planning and delivery of the New Deal compact and "Vision 2016", which have the full support of the international community. The strategic focus of the group will be: (a) political inclusivity; (b) constitutional review, referendum and implementation; (c) the development of models of federalism and resource-sharing; (d) national elections planned in 2016; (e) institutional reform and good governance as part of the constitutional and elections process; and (f) political outreach, public engagement and reconciliation. Working with United Nations agencies, the group has already initiated joint programming in the constitutional review and election process with UNDP and the Federal Government of Somalia.

20. The electoral needs assessment mission conducted in November 2013 highlighted the importance of the group's engagement with the Federal Government of Somalia to establish a national independent election commission. Once it has been established, another assessment mission will follow to ascertain with the national independent election commission the nature, scope and modality of United Nations electoral assistance. The needs assessment mission highlighted the challenges faced by the Federal Government of Somalia in holding elections by 2016, including with respect to political outreach, the extension of government control, security and the meaningful participation of women. It also noted that the risks associated with uncertainty in the timeline of electoral events should be avoided to the extent possible. The political affairs and mediation group has already started to provide support to the election process, which will intensify in 2014 as the group expands its capacity, as recommended by the electoral needs assessment mission.

Office of the Special Representative of the Secretary-General/Gender Unit

21. There is a growing demand for the UNSOM Gender Unit to support AMISOM in finalizing and implementing its gender strategy, in providing support and in conducting predeployment and in-mission training for AMISOM soldiers and police as well as the Somali National Army, given the expansion of the presence of AMISOM on the ground under resolution 2124 (2013), which contains a request for greater collaboration and support in such areas as planning and strategic management through the new concept of operations, technical advice for an effective police force and the protection of civilians. All of those areas require gender perspectives, including gender analysis, the production of training and

sensitization materials, and technical programme development and implementation inputs. In addition, in order to fully support women's participation in electoral assistance activities, there is a need to provide continued support to the Government, parliament, electoral bodies and women's civil society organizations. UNSOM is now present in Baidoa, Kismaayo and Belet Weyne and there is an increasing need to liaise with and support women's groups in all of those regions to build their capacity and provide support for the protection and participation of women in local decision-making processes, especially taking into account that they are newly recovered areas that pose many challenges to women's safety and participation.

Office of the Deputy Special Representative of the Secretary-General

22. The Deputy Special Representative of the Secretary-General oversees the work of the rule of law and security institutions group and the human rights and protection group. As the Deputy Special Representative is the Chair of the joint task force on the human rights due diligence policy, comprising UNSOM, UNSOA and the United Nations country team, and the joint working group of AMISOM and the United Nations on the human rights due diligence policy, resolution 2124 (2013) has mandated additional tasks for the Office of the Deputy Special Representative, which will require a small increase in its staffing.

23. In addition, the rule of law and security institutions group's tasks implemented through the New Deal compact include providing support for national security, police, defence and the disengagement of combatants, which will require political support from the Deputy Special Representative as well as increased engagement in the regions. Moreover, it is anticipated that the planned joint AMISOM/Somali National Army offensive will result in a large number of disengaged Al-Shabaab and militia fighters who will need to join the national programme on the treatment and handling of disengaged combatants, and they will need to be hosted in rehabilitation centres. Several centres are to be established in Belet Weyne, Kismaayo and Baidoa, and the Office of the Special Representative will oversee their implementation.

New Deal and stabilization team

24. In its resolution 2124 (2013), the Security Council recognizes that a comprehensive strategy that includes political, economic and military components is needed to reduce the asymmetrical threat posed by Al-Shabaab. It urges increased collaboration among the African Union, the United Nations and the Federal Government of Somalia, including on a comprehensive approach to peace, security and development that integrates political, security and peacebuilding aspects. It praises the efforts of the Federal Government of Somalia to consolidate security and establish the rule of law in areas secured by AMISOM and the Somali National Army, and encourages it to continue to lead an inclusive national dialogue, with the support of UNSOM, the Intergovernmental Authority on Development (IGAD) and the African Union, to clarify and settle relations between the Federal Government of Somalia and existing and emerging local administrations and to initiate national reconciliation processes in order to accelerate efforts to establish sustainable, legitimate and representative local governance.

25. In its role of supporting this process, the New Deal and stabilization team will increase its efforts to assist the Federal Government of Somalia to continue its

stabilization efforts in locations already liberated, while at the same time establishing a stabilization programme, working with partners, in particular AMISOM and IGAD, in view of the parallel processes between ongoing stabilization efforts, reconciliation with "Puntland" and "Somaliland" and upcoming efforts in new areas. AMISOM and the Somali National Army are expected to liberate 25 additional districts from Al-Shabaab in their renewed military operation, with additional capacity provided under resolution 2124 (2013). The team will expand its support for coordination between AMISOM/Somali National Army and the civilian elements of stabilization, as well as support for the roll-out of the Government's stabilization approach in 25 districts, including by providing advice and conducting monitoring at the local level.

Resource requirements (regular budget)

Table 1
Financial resources

(Thousands of United States dollars)

Category of expenditure	*Initial appropriation 2014* (1)	*Additional requirements* (2)	*Non-recurrent requirements* (3)	*Total requirements 2014* (4) = (1) + (2)
Military and police personnel	126.5	7 055.7	–	7 182.2
Civilian personnel costs	18 805.5	681.1	–	19 486.6
Operational costs	29 760.3	14 419.4	6 194.8	44 179.7
Total	**48 692.3**	**22 156.2**	**6 194.8**	**70 848.5**

26. The estimated additional requirements for 2014 amount to $22,156,200 net ($22,205,100 gross). These resources would provide for the following categories: military contingents ($6,916,400), United Nations police ($139,300), international staff ($572,600), national staff ($55,000), United Nations Volunteers ($53,500), government-provided personnel ($41,600), consultants and experts ($124,800), official travel ($522,600), facilities and infrastructure ($8,636,500), ground transportation ($3,562,300), communications ($215,700), information technology ($30,700), medical ($429,200) and other supplies, services and equipment ($856,000).

Table 2
Positions

	Professional and higher categories									*General Service and related categories*			*National staff*			
	USG	*ASG*	*D-2*	*D-1*	*P-5*	*P-4*	*P-3*	*P-2*	***Sub-total***	*Field Service*	*General Service*	***Total international***	*National Professional Officers*	*Local level*	*United Nations Volunteers*	***Total***
Approved 2014 (1 January 2014)	1	2	1	6	28	25	21	1	**85**	43	–	**128**	51	29	12	**220**
Proposed revised staffing level	1	2	1	7	28	28	29	1	**97**	45	–	**142**	61	29	16	**248**
Change	–	–	–	**1**	–	**3**	**8**	–	**12**	**2**	–	**14**	**10**	–	**4**	**28**

27. A total of 28 new positions are proposed to carry out the additional mandates, as follows: 11 in the rule of law and security institutions group (1 P-4, 3 P-3, 1 Field Service, 2 National Professional Officer, 4 United Nations Volunteer), 5 in the human rights and protection group (1 P-4, 2 P-3, 2 National Professional Officer), 7 in the political affairs and mediation group (1 D-1, 1 P-4, 1 P-3, and 4 National Professional Officer), 2 in the Office of the Special Representative of the Secretary-General/Gender Unit (1 P-3, 1 National Professional Officer), 1 in the Office of the Deputy Special Representative of the Secretary-General (1 Field Service) and 2 in the New Deal and stabilization team (1 P-3, 1 National Professional Officer).

II. Action required of the General Assembly

28. **The General Assembly is requested:**

(a) **To approve additional resources for 2014 in the total amount of $22,156,200 net ($22,205,100 gross) for UNSOM as set out in the present report;**

(b) **To approve a charge totalling $22,156,200 net against the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2014-2015.**